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ABSTRACT

Factual information about the Federal bilingual education program--Title VII of the Elementary and Secondary Education Act--is provided in this document. Following a definition of bilingual education, the limits of Title VII are described. Facts are then provided about (1) amount of time spent on teaching English and in using it and the native language as the language of instruction for other subjects; (2) characteristics of bilingual teachers (ethnic origin of teachers using non-English languages, general teacher preparation, and Title VII preparation; (3) Title VII students (limited-English proficient and fluent Englilsh speakers); (4) differences between Title VII and Title VI of the Civil Rights Act of 1964, from which the Lau remedies are derived; (5) bilingual program funding sources; (6) use of Title VII funds (short-term grants to local districts, bilingual desegregation grants, training grants, and support services); and (7) funding reductions and the Title VII budget. (CMG)

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BEYOND THE MYTHS:
TITLE VII AND BILINGUAL EDUCATION
IN THE UNITED STATES

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INTRODUCTION

Bilingual education is rarely a neutral issue. A discussion about bilingual education is as likely to elevate the blood pressure and engage the emotions as is a discussion about the merits of abortion, or busing, or school prayer. Like other emotion-laden issues, bilingual education is more often surrounded by myths and misperceptions than by simple, factual information, case studies, statistics, and research findings. Unfortunately, many discussions of bilingual education never move past the myths and get to the facts. Policy decisions which affect the educational opportunities and attainment of some 3.6 million children with limited English proficiency must be based on facts and not myths.

This document was prepared to provide readers with some clear, factual information about the federal government's involvement in bilingual education. It is by no means an exhaustive description of the subject. In fact, it is very tightly focused on the federal bilingual education program -- Title VII of the Elementary and Secondary Education Act. The format is meant to be useful for busy people who want up-to-date information about Title VII. This document was designed as a working tool for those individuals who are interested in moving policy discussions on bilingual education "beyond the myths."

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I. BILINGUAL EDUCATION OVERVIEW

- Bilingual education is an educational tool which uses two languages as means of instruction in order to teach English and help children learn other important content areas while they learn English.

- Bilingual education is a program designed to offer limited English proficient children an equal educational opportunity.

- There are many different types of bilingual programs.

II. FEDERAL INVOLVEMENT IN BILINGUAL EDUCATION

A. The federal government has, since 1968, provided some limited financial assistance for the establishment of bilingual programs through Title VII of the Elementary and Secondary Education Act of 1965.

- Title VII is the only federal program specifically designed to help provide services for limited English proficient children.

- Title VII is a discretionary and not a formula-funded program. This means that Title VII does not attempt to serve all eligible children and does not allocate funds on a formula basis to every eligible child. Instead, most of the Title VII funds go to school districts to assist them in implementing bilingual programs.

- Title VII is also important because it addresses some needs which are beyond the capacity of local districts such as teacher training, research and dissemination.

- Title VII is a realtively small program. Its highest appropriation was $166.9 million in FY 1980. Since that time, appropriations for Title VII, along with many other education programs, have declined and the President's request for FY 1984 is $94.5 million.

- Participation in Title VII is voluntary. In fact, funding is very competitive and far more districts submit proposals than are funded.

  .. Title VII legislation does not require all districts to use bilingual education. It is simply designed to assist those districts which have chosen bilingual education as the best method for their children.

B. Because individual bilingual programs are designed by States and local school districts, there is tremendous variety among bilingual programs.

- Programs may vary in the amount of time the native language and English are used, the purposes each is used for, the criteria for

admitting or exiting children, the degree to which program children are separated from other children in the school or district, etc.

- This tremendous variability makes it very difficult to evaluate "bilingual education" and to compare different programs.

III. BILINGUAL EDUCATION AND ENGLISH

A. One persistent myth which has surrounded bilingual education is that the programs do not teach English but rather spend all instructional time in the child's native language.

- The truth is that bilingual programs both teach the English language in a structured manner and use English as one of the languages of instruction for other subjects.

- All Title VII funded projects include a structured English language component. This is usually in the form of English as a Second Language (ESL).

- The exact mix of English and the child's native language is determined by the local school district or the State.

- Many students in bilingual programs actually receive more hours of structured English instruction than do students in an English-only program. In fact, the 1970 Children's English and Services Study found that 85% of students in bilingual programs receive five hours or more of structured English instruction as compared to only 78% of children in an all-English program.

Hours of English Instruction Per Week	Bilingual Program	Non-bilingual Program
10 + hours	50%	50%
5-9 hours	35%	28%
Less than 5 hours	14%	18%

**Note: This refers only to structured instruction in English; both types of programs also use English as a language of instruction for other subjects and also informally in the classroom.

Source: Children English and Services Study, 1978

- Aside from time spent on structured English instruction, more than 64% of all bilingual teachers also report using English as a language of instruction at least 75% of their time.

- A 1976 GAO study of Title VII projects criticized the programs for using too little of the children's native language.

- The same study found that the most effective programs were those which used the native language for at least 30% of instruction. Most project directors acknowledge that the students' home language was not used enough.

IV. BILINGUAL EDUCATION AND CHARACTERISTICS OF TEACHERS

A. Overview

What exactly constitutes a "bilingual teacher" varies from district to district and State to State, which makes it difficult to talk in general terms about "bilingual teachers."

- We can estimate how many teachers are using a non-English language for some or all of their teaching time, although this figure is probably higher than the number of teachers actually working in bilingual programs.

  - The Teachers' Language Skills Survey conducted by NCES in 1977 estimated that approximately 42,000 teachers (2% of the more than 2,000,000 public elementary and secondary school teachers) were teaching through a language other than English. This estimate is larger than the actual number of persons teaching in bilingual programs since it also includes persons teaching in or through a language other than English for very small portions of their time.

- Most teachers teaching through a non-English language actually use that language for 25% or less of their time. The 1977 survey found that of teachers using a non-English language in some way for instruction:

  - 40% use a non-English language for 10% or less of their time;
  - 24% use a non-English language for 25% or less of their time;
  - 29% use a non-English language for more than 25% of their time.

- The Teachers' Language Skills Survey was updated in 1980-81 and reported that the number of teachers using a language other than English for all or some parts of their teaching time had grown to 55,000.

B. Ethnic Origin of Teachers Using Non-English Languages

- Only 38% of teachers using a non-English language are of Hispanic origin.

- The majority of these teachers are also native English speakers. Additional characteristics of teachers teaching through a non-English language are provided in the following table:

TEACHERS TEACHING THROUGH A NON-ENGLISH LANGUAGE
In 1976-77, BY ORIGIN OR DESCENT AND MOTHER TONGUE

	Total	Teaching ESL	Not teaching ESL
Total	42,000	22,000	20,000
Origin or descent			
Hispanic	15,000	8,000	7,000
Non-Hispanic	27,000	14,000	13,000
Mother tongue			
English	24,000	11,000	12,000
Spanish	13,000	7,000	6,000
Other non-English mother tongue	5,000	4,000	2,000

Source: NABE Journal, Winter 1979, page 57.

C. Teacher Preparation - General

The Teacher's Language Skills Survey responses indicated that many teachers seem to be assigned to work with limited English proficient children solely on the basis that they speak the non-English language and not because of any special training. The level of preparation of teachers assigned to teach in bilingual programs remains an important concern.

- The 1977 Teacher's Language Skills Survey found that fewer than 50% of teachers teaching through a non-English language have had even one course in bilingual education, or theory of bilingual education, linguistics or the theory of learning related to teaching language minority persons, tests and measurements, counseling and guidance, or curriculum development relating to teaching language minority students.

  - Additionally, the survey found that 70% had not taken even one course in teaching ESL or Bilingual Education; 25% had some academic training in ESL and only 7% had taken at least one course in bilingual education.

  - Only 14% had taken courses in teaching language arts in a non-English language, teaching other subject areas through a non-English language, studies relating to the cultural background associated with the non-English language, or teaching ESL.

- The 1980-81 Teachers' Language Skills Survey found that of the 55,000 teachers the survey identified as using a non-English language for all or part of their teaching time, only 20,000 could be considered to have even minimal qualifications to teach through that language.

  - Of that 20,000, only 12,000 were considered to have basic academic qualifications to teach through the non-English language. Those qualifications were defined as academic preparation in each of the following areas: teaching content through the non-English language, teaching language arts in the non-English language, teaching English as a Second Language, and having knowledge about the culture associated with the language.

C. Preparation of Teachers Working in Title VII-funded Programs

- Although Title VII teachers are selected and paid by the local districts, Title VII does address the need for improving the quantity and quality of teachers able to work with limited English proficient children. Title VII training funds assist teacher training programs and inservice training to upgrade the skills of those working with limited English proficient children.

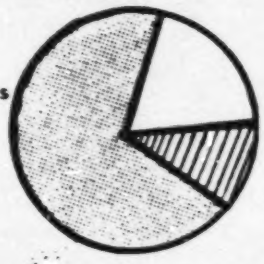
- The 1980-81 Teachers' Language Skills Survey reported that teachers in Title VII programs comprised about forty percent of all teachers using a non-English language in instruction.

  - The majority of teachers classified as minimally qualified or having basic qualifications were teaching in Title VII programs. In fact, most of those teachers were classified as having basic qualifications.

  - Teachers in Title VII-funded programs using a non-English language were about twice as likely as the total group of teachers nationwide using a non-English language for instruction to have had training in all four basic areas.

The numbers of teachers using a Non-English language in instruction and the numbers of those teachers teaching in Title VII programs are shown in the charts below.

TEACHERS USING A NON-ENGLISH LANGUAGE IN INSTRUCTION



No special qualifications
35,000
(63%)

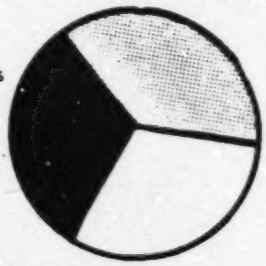
Basic qualifications: courses in 4 areas
12,000
22%

Minimally but not basically qualified teachers: at least one course
8,000
(15%)

Total number of teachers in the survey: 55,000

Qualifications are defined in terms of academic training

TEACHERS USING A NON-ENGLISH LANGUAGE IN INSTRUCTION AND WORKING IN A TITLE VII FUNDED PROGRAM



No special qualifications
6,000
(27%)

Basic qualifications
9,000
(41%)

Minimal but not basic qualifications
7,000
(32%)

Total: 22,000 teachers

Source: Teacher's Language Skills Survey, 1980-81

- Due to Title VII teacher training programs, twice as many teachers have completed coursework in the last four years.
- There is a higher percentage of teachers with basic qualifications teaching in Title VII funded programs than in non-Title VII programs.

V. TITLE VII STUDENTS

A. Limited English Proficient Students

Title VII was specifically designed to remove barriers to equal educational opportunity which are present for children of limited English proficiency.

- The legislation defines eligible students as those who have:

  "...sufficient difficulty speaking, reading, writing, or understanding the English language to deny such individuals the opportunity to learn successfully in classrooms where the language of instruction is English."

- The lack of a standardized definition of a limited English proficient child also makes it difficult to assess the numbers of children nationwide who might profit from bilingual programs.

- States and districts determine which children are limited in English proficiency and unable to learn successfully when the only language of instruction is English.

- There are a wide variety of testing instruments and methods which districts use to determine which students are limited English proficient. Title VII does not mandate any specific instrument or method.

B. Fluent English Speakers

- Title VII legislation allows up to 40% of the children in a Title VII project to be fluent English speakers.

  .. Although most districts must focus their scarce resources strictly on limited English proficient children, should a district choose to include fluent English speaking children in a bilingual program, those children may be offered structured instruction in a second language.

  .. Bilingual education specializes in the methodologies designed to teach languages, especially second languages. Since these programs are primarily in elementary schools, in the early grades, they provide fluent English speakers the opportunity to study a second language at an early age -- when research indicates that children acquire a second language most easily.

  .. The benefit of bilingual education for the entire nation was the subject of a meeting held by the Academy for Educational Development. The recommendations from that meeting, submitted to Secretary Bell, stated that high quality bilingual programs:

  "should be supported by all Americans who care about the future strength and welfare of the nation."

  .. The AED memo to Secretary Bell stressed the potential contribution of bilingual education to the "important national goals of assuring competence in English for all citizens and enhancing skills in other languages."

VI. TITLE VII AND THE LAU REMEDIES

A. Difference between Title VII, ESEA and Title VI, Civil Rights Act

- Title VII of the Elementary and Secondary Education Act of 1965 is distinct and separate from Title VI of the Civil Rights Act of 1964.

.. Title VII is funding program for districts which choose to implement bilingual programs. It is administered by the Office of Bilingual Education and Minority Languages Affairs (OBEMLA) in the Department of Education.

.. Title VII is a program designed to help districts serving language minority children so that local districts may remove educational barriers which may have served to deny these children equal educational opportunity. In that sense, it is a Civil Rights program.

- Title VI of the Civil Rights Act of 1964 stipulates that:

"no person in the United States shall, on the ground of race, color, or national origin, be excluded from participation, be denied the benefits of, or be subjected to discrimination under any program or activity receiving federal financial assistance."

.. The Lau Remedies (and the proposed and withdrawn Lau Regulations) are derived from Title VI of the Civil Rights Act, and interpret for school districts how they may best comply with Title VI and the Supreme Court Decision in Lau V. Nichols with respect to national origin minority children.

.. Title VI and Lau-related matters are administered by the Office for Civil Rights (OCR) within the Department of Education.

.. Although the Lau Remedies encourage bilingual education where appropriate, other types of locally disigned programs are also approved on Lau compliance plans. A 1980 review of Lau plans revealed that almost half of districts with plans on file had designed plans which did not include native language instruction.

VII. SOURCE OF FUNDING FOR BILINGUAL PROGRAMS

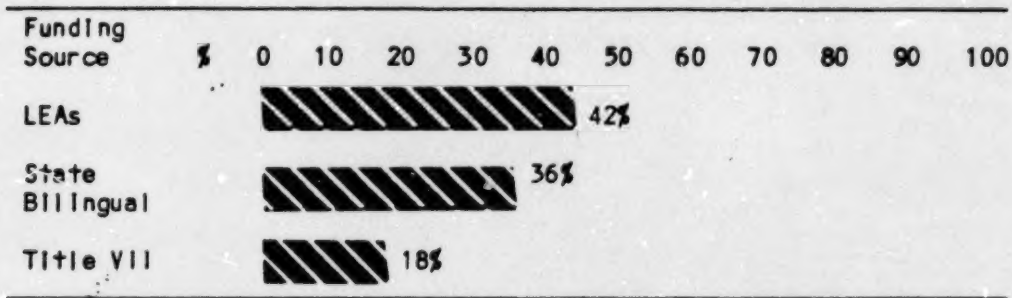
A. Not all funds for bilingual education programs come from the Federal government.

- Title VII is designed to increase local support for bilingual programs, and has been very successful in increasing State and local funding of these programs. However, the budget deficits faced by many states have resulted in some recent reductions in the amount of State and local funding available.

.. According to a 1982 report to Congress by Secretary Bell on the condition of bilingual education, thirty States have now enacted legislation either mandating or permitting bilingual instruction and 22 provide funds to assist local school districts in developing such programs.

- The Children's English and Services Study in 1978 found that a variety of funding sources provide funding for bilingual programs with some programs receiving support from more than one source.

PERCENTAGE OF BILINGUAL PROGRAMS SUPPORTED BY A GIVEN FUNDING SOURCE



Source: Children's English and Services Study, Spring 1978

Note: Because funding sources may overlap for the same pupil population, percentages by source of financial support cannot be aggregated. These figures also do not include information from Texas.

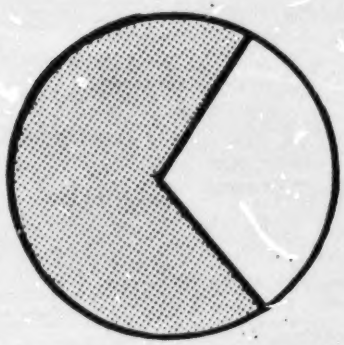
.. Although Title I does provide some support to bilingual programs, primarily programs funded through this source are English-medium instruction and ESL.

B. Adequacy of Funding

- Even this combination of federal, state and local resources does not provide special services to each child of limited English proficiency.

- Using the Department of Education's estimate of 3.6 million children of limited English proficiency, and counting <u>both</u> bilingual education and ESL-only as special services, it is estimated that only one-third of LEP children receive special services.

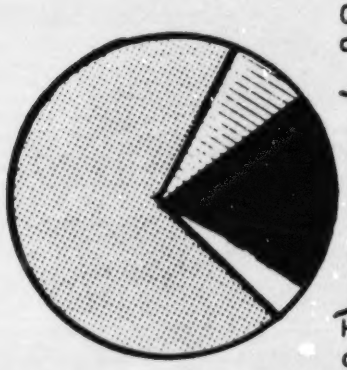
PERCENTAGE OF LEP CHILDREN (AGES 5-14)
RECEIVING SPECIAL LANGUAGE SERVICES



Children receiving no special language services (66%)

Limited English proficient children receiving either ESL-only or bilingual education services (33%)

TYPES OF PROGRAMS PROVIDED TO THOSE LEP CHILDREN
RECEIVING SPECIAL SERVICES



Children receiving only ESL (10%)

Children receiving bilingual education (23%)

Children receiving no special language services (66%)

However, only 6% of children receive bilingual services which meet the minimally acceptable standards defined below

Minimal standards for bilingual education:

- Assessment of English and native language proficiency;
- Instruction in all areas by professional staff; and
- At least 5 hours of instruction weekly in English and the native language.

The rest of the "bilingual programs" do not meet even these minimal criteria.

- One of the major problems is that so few schools even assess language proficiency -- in either English or the native language. It is stretching the definition of "bilingual education" to classify services which do not meet the above criteria as "bilingual."

VIII. USE OF TITLE VII FUNDS

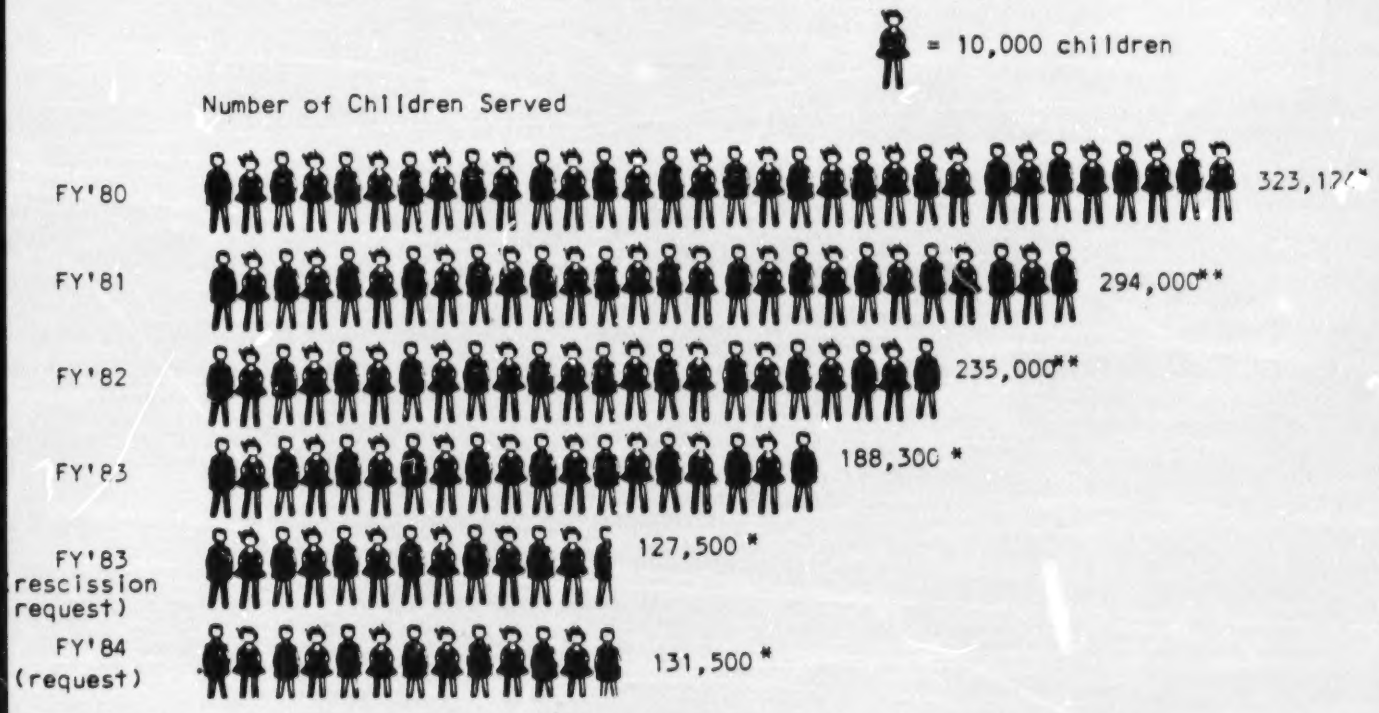
Title VII funds are divided among short-term grants to local school districts, bilingual desegregation grants, training grants and support services. Bilingual vocational education funds have also been administered by the Office of Bilingual Education.

A. Grants to local school districts have included basic programs, demonstration programs and bilingual desegregation assistance programs.

- In 1982, grants were located in 42 States and the outlying areas; however, over half of the projects were located in California, Texas, and New York, where over half of the children of limited English proficiency reside.

- The number of children served in Title VII-funded programs has declined steadily since FY 1980. If Congress accepts the President's FY 1984 budget request, the number of children participating in Title VII programs will have declined by approximately 59%.

NUMBER OF CHILDREN SERVED IN TITLE VII PROGRAMS



* Figures from Department of Education budget documents

** Figures from "The Condition of Bilingual Education in the Nation, 1982"

- The number of grants awarded to school districts fluctuates from year to year depending on the amount of funds available for basic grants and the size of the average grant award.

B. Bilingual Desegregation Assistance Grants

- These grants are designed to assist desegregating districts meet the special language needs of their limited English proficient students.

  - Assistance for LEP students in desegrgating districts is especially important given two recent studies conducted by the Joint Center for Political Studies showing that segregation for Hispanic children has greatly increased in the last decade so that they are now the most highly segregated group of American children.

- If Congress accepts the President's FY 1984 budget request, separate funding for these grants would be eliminated and grants of this type would presumably be funded from the basic grants category.

C. Training Grants

- These grants support undergraduate and graduate programs in bilingual education at universities and colleges, including teacher training programs.

  - In the 1981-1982 school year, approximately 130 universities received training grants.

  - In 1983, the Department of Education's budget documents projected that an appropriation of $94.5 million would support 102 training grants to universities.

- If Congress accepts the President's FY 1984 budget request, the training budget will have been reduced by 26% from funds available in FY 1980. (see table on page 14)

D. Support Services

- Materials Development Centers; Evaluation, Dissemination and Assessment Centers (EDACs); and Bilingual Education Service Centers (BESCs) are included in this category.

  - These centers make bilingual curricular materials available to districts and offer training and technical assistance to teachers, paraprofessionals, administrators and parents. This includes inservice training to upgrade the skills of teachers and administrators assigned to bilingual programs.

- The Administration's request for FY'84 would eliminate Materials Development, merge the other two types of centers into Bilingual Education Service Centers and reduce the total number of

Centers funded from 34 in FY'82 to 19 in FY'83.

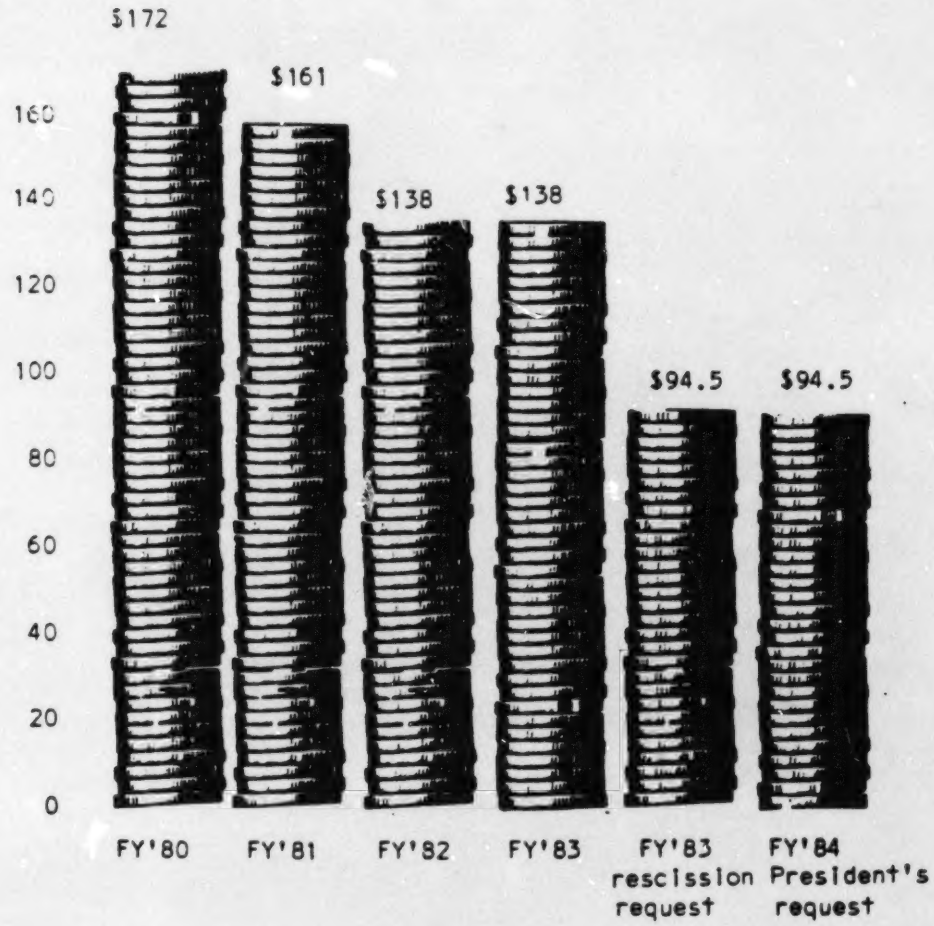
- If Congress accepts the President's FY 1984 budget request, funds earmarked for supportive services will have declined by 52% from FY 1980. (see table on page 14)

IX. FUNDING REDUCTIONS AND THE TITLE VII BUDGET

A. Total Title VII Budget

TOTAL TITLE VII FUNDING

Including Bilingual Vocational Education
(in Millions)



B. Title VII Funding by Category